

# **External Evaluation of the Indian Health Service Albuquerque Area Injury Prevention Program: Evaluation Report – Executive Summary**

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***Submitted by:***

**Carolyn E. Crump, PhD  
Robert J. Letourneau, MPH**

University of North Carolina

***Submitted to:***

**Jerry Lee, MPH**  
Albuquerque Area Injury Prevention Specialist

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## Albuquerque Area Evaluation Report – Executive Summary

This Executive Summary outlines the major findings outlined in the Albuquerque Area Injury Prevention Program (IPP) Evaluation Report completed in March 2002 by Carolyn E. Crump, PhD and Robert J. Letourneau, MPH of the University of North Carolina. Included in this summary are the Program Stage of Development ratings for the 12 Evaluation Components used to guide the evaluation process:

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| 1. Mission/Vision                      | 7. Needs Assessment/Defined Service Population    |
| 2. Resource Allocation/Accounting      | 8. Surveillance Data Collection                   |
| 3. Management Support                  | 9. Injury Program Planning and Implementation     |
| 4. Staffing/Roles and Responsibilities | 10. Marketing/Advocacy                            |
| 5. Training                            | 11. Evaluation/Reporting                          |
| 6. Partnerships/Collaboration          | 12. Technical Assistance/Building Tribal Capacity |

A brief summary of recommendations is also provided in this Executive Summary for each Evaluation Component. Please refer to the full-text version of the Albuquerque Area Evaluation Report for the following: a) background on the development of the evaluation process; b) summary of the Albuquerque Area Evaluation Process; c) an overview of the Albuquerque Area IPP; d) a description of the Program Stage of Development Process; e) contextual factors used to determine stage of development ratings; f) recommendations; and f) a list of resources for Albuquerque Area IPP staff.

### 1. Mission/Vision

Basic	<b>Intermediate</b>	Comprehensive
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The Albuquerque Area Injury Prevention Program (IPP) is at the **Intermediate** stage of development for Mission/Vision. The evaluators recognize the recent revisions to the Injury Prevention Program planning process taking place in the Albuquerque Area. The approach taken by the Area IP Specialist in developing and distributing a draft plan and soliciting and collecting feedback from District and Service Unit staff is appropriate. However, the process of collecting feedback on the plan could better engage some field Environmental Health staff who have traditionally relied on District or Area personnel to give them direction in guiding their activities. It is also important that the program planning process involve local data and Tribal feedback. If quantitative local data are not available, it may be helpful to conduct a series of local focus groups to identify specific areas of concerns of community members. Albuquerque Area staff should consider developing plans that are based upon the 12 Evaluation Components used for this Area Evaluation. For example, Evaluation Components rated as “basic” could be the priority for the short-term (next 1-2 years). The evaluators applaud recent efforts at conducting annual injury prevention program workshops for Area-wide staff. Having a separate meeting to discuss the injury prevention program encourages the sharing of information and ideas among District and Service Unit staff. Greater participation by Tribal staff could enhance information sharing at these meetings. Additionally, ‘in-service’ training components could be added to annual meetings of IP staff.

### 2. Resource Allocation/Accounting

Basic	<b>Intermediate</b>	Comprehensive
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The Albuquerque Area IPP is at the **Intermediate** stage for Resource Allocation/Accounting. The Albuquerque Area has instituted changes to more regularly involve the Area IP Specialist in the budget planning process. The evaluators encourage Area administrators to continue to involve the Area IP specialist in the budgetary process. To ensure that District and Service Unit staff understand what project funds are usually available to Tribes each year, the evaluators recommend that the Area IP Specialist

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prepare a draft budget and circulate the draft among field staff asking for their comments and suggested revisions via phone, email, or in person. The evaluators also encourage on-going training in proposal development, budget formulation, budget monitoring, and budget reporting be provided, to Albuquerque Area, District and Service Unit Injury Prevention Program staff. The evaluators recommend that the Albuquerque Area fund at least one full-time District Injury Prevention Specialist in addition to the current part-time District IP Specialists. The evaluators recommend that the demonstration project funding application process be streamlined to address common barriers/challenges that keep arising among applications that are submitted. Upon conducting this review, District and field staff should be involved in revising the application process. Feedback on the new application process should also be collected from Tribal injury prevention practitioners. The evaluators also recommend that the demonstration project rating process be streamlined, whereby the responsibility for rating proposals be rotated each year among a smaller number of field staff (4-5, not counting Jerry Lee and Fan Robinson) and that the process for reviewing applications follow national review standards (e.g., with primary and secondary reviewers). Funding provided to Tribes through the current project funding process is apparently based, in part, on project evaluation. More emphasis on past project evaluations should be given when awarding future demonstration projects. Training in how to conduct evaluations may need to be provided to Tribal groups.

### 3. Management Support

Basic	<b>Intermediate</b>	Comprehensive
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The Albuquerque Area IPP is at the **Intermediate** stage of development for Management Support. Success of injury prevention programs often depends on the support provided to the program from upper management staff at the Area Office and/or Tribal government. While explicit support for the Albuquerque Area Injury Prevention program exists among Area Office staff and Service Unit Directors, management support could be enhanced if funding for District injury prevention positions (full and/or part-time) took place. The evaluators commend the IHS Albuquerque Area administration for lobbying successfully to ensure that the position descriptions for the Northern and Western District EHOs include half-time IP responsibilities. In addition, the evaluators suggest that additional exposure and discussion regarding the Albuquerque Area Injury Prevention Program activities be facilitated to educate Service Unit Directors and Tribal Leaders about the importance of injury prevention. Specifically, the evaluators recommend IPP staff in the Albuquerque Area develop a standard oral presentation designed for use with multiple audiences (e.g., SUDs, medical staff, medical records staff, Tribal leaders) that can be modified to include local concerns. The practice of a formal rewards/recognition process/ceremony to recognize the exemplary accomplishments of field staff for injury prevention activities should be continued.

### 4. Staffing/Roles and Responsibilities

Basic	<b>Intermediate</b>	Comprehensive
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The Albuquerque Area IPP is at the **Intermediate** stage of development for Staffing/Roles and Responsibilities. The evaluators recommend that the changes made to the Northern and Western District EHO positions (i.e., to be half-time injury prevention) be considered in the future in the South-Central District. The evaluators recommend that the Area IP Specialist consider spending additional time working in the field, particularly in Districts for which there is no half-time District IP Specialist. Related to this and to contribute to the professional development of District staff, the Area IP Specialist should consider redistributing some of his state-level responsibilities to field staff to District staff. The evaluators feel that more explicit, specific, and consistent injury prevention job descriptions for District and Service Unit

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injury prevention staff could be created across the Albuquerque Area. Injury prevention roles and responsibilities language that is included in the Northern and Western District EHO positions could be used for enhancing other District and Service Unit Sanitarian position descriptions. Explicitly stating the expected percentage of time that field staff should devote to injury prevention activities (e.g., up to 30 percent) is also recommended. Given the limited ability to use the COER appraisal system to assess injury prevention performance, the evaluators suggest that supervisors use the annual injury prevention workplans developed by field staff as the basis for providing constructive feedback to field staff on injury prevention performance. Finally, staff development could be enhanced through the understanding and use of communication principles described by the Myers Briggs Type Indicator (MBTI) and Neurolinguistic Programming (NLP). All Albuquerque Area IP staff are encouraged to review techniques and principles for communicating effectively with those who have different communication preferences.

### 5. Training

<b>Basic</b>	Intermediate	Comprehensive
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The Albuquerque Area IPP is at the **Basic** stage of development for Training. The evaluators highly recommend that the Albuquerque Area continue to support and further develop the training activities offered in the Area and in the Area's support for staff and Tribal representation at IHS National Training courses. The Area's IP program could be improved through the provision of additional or continued (e.g., 'refresher') training to IHS staff and Tribal members within the Area. In addition, an Area-specific Level I course could be offered annually or bi-annually to IHS staff who may need refresher training and/or may not be able to attend national Level I courses because of space limitations. The evaluators also recommend that the Albuquerque Area staff consider developing an abridged Level I training course, designed to provide education and information about injury prevention (e.g., financial and social burdens, cost savings of prevention, types of effective interventions) in the Area to Tribal decision-makers (e.g., Service Unit Directors, Health Directors, Tribal Council members). Follow-up with training course participants from the Albuquerque Area should also be conducted on a more regular basis (e.g., through the development of a training participant database program). Planning to ensure that training needs are met by Albuquerque Area IP staff should take place (i.e., through regular training needs assessments). As a way to facilitate meeting additional training needs among IP practitioners in the Area, the evaluators recommend conducting/hosting an annual IHS/Tribal injury prevention practitioner's conference. Annual IP Program meetings also provide an opportunity for in-service training of Albuquerque Area staff. Finally, as new staff are hired in the Area, the evaluators strongly recommend that a priority be to hire staff who have either already completed the Fellowship Program or who are interested in doing so after starting work in the Area. In the future, staff within the Area should also be encouraged to participate in the to-be-revised Fellowship Program that is practice-based and will not require a Bachelor's degree requirement.

### 6. Partnerships/Collaboration

Basic	<b>Intermediate</b>	Comprehensive
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The Albuquerque Area IPP is at the **Intermediate** stage of development for Partnerships/Collaboration. From the information collected through the evaluation process, it appears that there has been an emphasis on the professional partnerships and collaborations in the Albuquerque Area. While maintaining local coalitions has waned in recent years in some Service Units, other Service Units have active injury prevention coalitions. Having an Area Injury Prevention Program Plan, including specific plans for the development of local coalitions, will provide focus and direction. The evaluators emphasize the

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importance of Area, District, and Service Unit staff showing community members their commitment to developing and maintaining a coalition. The philosophy that, ultimately, Service Unit staff should provide only ancillary support to coalitions (e.g., note taking, follow-up, agenda preparation) as opposed to coalition leadership should be considered by staff in the Albuquerque Area. The issues surrounding coalition development (e.g., challenges, success stories) should be discussed at future annual IPP meetings. The evaluators suggest that Albuquerque Area, District, and Service Unit staff build on their existing relationships and expand them in ways that lead to the implementation of IP projects. Having a set of specific ideas and project proposals, perhaps outlined in the annual Albuquerque Area IP program plan or through the development of formal Memoranda of Understanding, will assist Albuquerque Area and District IP staff by focusing their attention on collaborations leading to the joint implementation of specific IP interventions.

### 7. Needs Assessment/Defined Service Population

Basic	Intermediate	Comprehensive
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The Albuquerque Area IPP is at the **Basic** stage of development for Needs Assessment/Defined Service Population. In previous Area evaluations, the evaluators have learned that the Indian Health Service does not support a specific model for conducting needs assessments. Needs assessment data, combined with injury surveillance data, can serve as the foundation from which injury prevention projects and activities are developed, implemented, and evaluated. Albuquerque Area injury prevention staff should consider developing more formal procedures to collect needs assessment data. This information should be routinely collected as part of a structured way of developing tailored, local-level injury prevention programs in direct response to community member requests. Collection of needs should be conducted with and by District and Service Unit staff as well as with community members (e.g., via local community injury prevention coalitions or as part of a planned needs assessment data collection activity/project). To assist with identifying Albuquerque Area injury prevention needs (training, funding, programs, etc.), an Albuquerque Area Tribal Injury Prevention Program Steering Committee should also be formed. The make-up and functioning of this Committee could be similar to the National Tribal IP Steering Committee formed in 1999 by representatives from all 12 IHS Areas. An Albuquerque-Area specific steering committee could help to identify the Area's IP needs (training, funding, etc.) for Tribes in New Mexico, Colorado, Texas, and Utah. In addition, the evaluators suggest that Albuquerque Area staff consider supporting one or more Photovoice projects. This "needs assessment" method also promotes critical dialogue and knowledge about personal and community issues through large and small group discussions of photographs and therefore has the potential to reach policy makers. In addition to identifying community members' perceived injury prevention needs and interests, a community capacity assessment could be completed (see resources by John Kretzman and John McKnight).

### 8. Surveillance Data Collection

Basic	Intermediate	Comprehensive
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The Albuquerque Area IPP is at the **Basic** stage of development for Surveillance Data Collection. The evaluators commend the recent injury data collection efforts beginning in the Albuquerque Area, as they will be vital to the development of the Albuquerque Area Injury Prevention Program in the future. The evaluators encourage the Area IP Specialist to facilitate a process whereby all Albuquerque Area staff have the opportunity to comment and provide feedback on the Injury Surveillance Protocols recently revised. Care should be given in describing why the new system has been developed, why it is important, and what will be expected of Service Unit and District staff in maintaining/using the new system (e.g., specific

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duties/activities they will need to incorporate into their workplans). Once this system is implemented, Area and District staff should be responsible for providing appropriate, effective, and efficient technical assistance to field staff. This will likely require on-site meetings/trainings and follow-up in the first few years to address ongoing problems identified with the process and report forms. Distribution of an injury surveillance manual/binder should accompany the training provided to District and Service Unit EHS and Injury Prevention program staff on the new surveillance system. In addition, the evaluators suggest that to improve observational data collection, observational protocols used by Service Unit staff should be standardized across all Districts and Service Units and that this information (e.g., protocols, forms) could be added to the Severe Injury Surveillance Reference Manual/Resource Binder. In general, the importance of data collection and reporting should be stated to decision makers and when possible, the degree to which data are provided that show specific District, Service Unit, or Tribal information should be indicated. These reports should be presented on a District and Service Unit/Tribal level to compare and contrast injury data and issues across the Albuquerque Area. These reports could provide an important mechanism for communication with Tribal Representatives regarding the importance of the IP activities and the severity of injury problems.

### 9. Injury Program Planning and Implementation

Basic	<b>Intermediate</b>	Comprehensive
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The Albuquerque Area IPP is at the **Intermediate** stage of development for Injury Program Planning and Implementation. To increase the effectiveness of the Albuquerque Area injury prevention program activities, the evaluators encourage the staff to support a greater percentage of multiple levels of intervention (e.g., individual, vehicle/vector and environmental change) and should use multiple methods (e.g., health education, engineering, policy development, and enforcement). The IHS and the Albuquerque Area specifically have supported both interventions (through demonstration projects) and the development of the infrastructure (through training and technical assistance) to support injury prevention activities. However, a greater impact may result from a more specific Area IP plan to increase the dissemination and support for successful injury prevention approaches. Greater networking and communication among Service Unit staff with injury prevention responsibilities will increase the visibility and support for concentrated efforts to implement IPP activities. Given the limited amount of and difficulty in collecting local injury morbidity and mortality data, it is appropriate that the Area seems to be funding Tribes to develop and implement intervention projects that are considered in the public health literature as ‘proven interventions’ (e.g., occupant restraints; fall prevention; smoke alarm distribution). The evaluators realize the challenges that all IHS Areas have faced in addressing the problems of intentional injuries (assault, domestic violence, suicide). It seems an appropriate issue to address through collaborative relationships with IHS Area Departments and other organizations with responsibility for alcohol abuse prevention/treatment and mental health. The Continuous Improvement process involves beginning with a small “pilot project,” to see what works, and then expanding, changing or improving as necessary. Using a CI process for developing, implementing, and evaluating injury prevention interventions may result in more effective injury prevention interventions. The CI process is consistent with the Albuquerque Area small grants program.

### 10. Marketing/Advocacy

<b>Basic</b>	Intermediate	Comprehensive
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The Albuquerque Area IPP is at the **Basic** stage of development for Marketing. Some Injury prevention marketing activities are underway in the Albuquerque Area. The evaluators recommend that developing a

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separate Albuquerque Area Injury Prevention Program summary or brochure would be an excellent way to enhance this evaluation component. In addition to this summary/brochure, the evaluators suggest that future marketing tools, such as an Albuquerque Area Fact Sheet, be developed to correspond to major program emphasis areas of the program. The evaluators recommend that the Area IP Specialist also develop a set of Tribal Injury Prevention Profiles, so that he and other staff have a current file on all the injury prevention activities that are being conducted at each Tribe or Tribal coalition. The evaluators note that the current Area Director's Award for community injury prevention is an excellent avenue for marketing the Area Injury Prevention Program and subsequently, this awards process should be promoted heavily to field EHS staff and Tribal coalitions. The development of Injury Prevention Program presentations (e.g., using PowerPoint) for Tribal leaders would help promote the Albuquerque Area's IP Program. To the extent possible, a standardized format for these presentations should be developed, so that consistent messages are communicated to Tribal leaders. The formation of a Albuquerque Area-specific Injury Prevention Program webpage for the Albuquerque Injury Prevention Program would also be beneficial and could become integrated with the recently revised IHS National Injury Prevention Program website ([www.ihs.gov/medicalprograms/injuryprevention/](http://www.ihs.gov/medicalprograms/injuryprevention/)). To avoid duplication of effort, Albuquerque Area, District and Service Unit staff should consider including information on the Website that have already been created to promote the program through other channels (e.g., annual reports, fact sheets). All materials developed to market the Area's program should be updated and distributed annually to the Area's list of Albuquerque Area injury prevention practitioners or partners.

### 11. Evaluation/Reporting

Basic	Intermediate	Comprehensive
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The Albuquerque Area IPP is at the **Basic** stage of Development for Evaluation/Reporting. For the Albuquerque Area Injury Prevention Program to advance to the next stage of development for this Evaluation Component, more formal evaluation and reporting mechanisms should be put in place to monitor future injury prevention intervention projects implemented at the Service Unit/Tribal level. The Area IP Specialist, with assistance from District EHS staff, should annually document the accomplishments of Service Unit/Tribal injury prevention activities. In addition, Service Unit/Tribal reporting should be consistent with the goals and objectives outlined in an Albuquerque Area Injury Prevention Program Plan. Reports or profiles of field activities should be shared among all Area staff, as this will facilitate information sharing and networking among staff within the Albuquerque Area. If not already occurring, an Albuquerque Area Injury Prevention Program Annual report should be created and distributed to all District, Service Unit, and Tribal staff conducting injury prevention activities. Recent annual IP Program meetings have included the oral report of 'success stories' for injury prevention (e.g., the Laguna Pueblo's success in passing a Tribal seat-belt ordinance). These and other success stories should also be documented and circulated among District, Service Unit and Tribal staff to enhance the development of the Albuquerque Area IP Program. The evaluators recommend that the Area IP Specialist develop a separate set of "indicators of success" to evaluate demonstration projects (e.g., extent to which collaboration/partnership was established, number of people involved/reached, extent to which the capacity of the Tribe was developed) for Tribal small grant coordinators to use when reporting accomplishments of their Area-funded projects. To meet this recommendation, the evaluators strongly recommend that appropriate training on evaluation strategies, methods, and techniques be provided to Area, District, Service Unit, and Tribal staff.

## **12. Technical Assistance/Building Tribal Capacity**

<b>Basic</b>	<b>Intermediate</b>	<b>Comprehensive</b>
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The Albuquerque Area IPP is between the **Basic** and **Intermediate** stage of development for Technical Assistance/Building Tribal Capacity. Staff associated with the Albuquerque Area Injury Prevention Program seem to understand the importance of building and have worked to build the capacity of Tribes to conduct their own injury prevention programs. All Albuquerque Area IP staff should be proactive in the way in which they work with Tribal representatives to advocate for and make suggestions about potential IP activities. Assisting Tribal staff and local coalitions with strategic planning and program evaluation/reporting are critical areas needed by Tribal members to increase the effectiveness of their injury prevention activities. In addition, training workshops related to grantwriting may also be beneficial, given the small number of Tribes in the Area that applied for funding from the IHS Tribal Injury Prevention Grants Program in 2000. With this advent of the IHS Tribal Injury Prevention Grants Program funding to Tribes, it is important for Albuquerque Area, District, and Service Unit Office IP staff to provide technical assistance to all Tribal Organizations in the Albuquerque Area interested in working to prevent injuries and/or to submit proposals for grant funding. To increase the effectiveness of developing local injury prevention activities, IHS staff should also assist Tribal staff and local coalitions with strategic planning, evaluation, and reporting. Establishing a Albuquerque Area Tribal Injury Prevention Steering Committee may also raise awareness of the importance of injury prevention in the Albuquerque Area. A Tribal IP Advisory Committee could be encouraged to develop a relationship with State and Regional programs that address specific issues important to the safety of Tribal members (e.g., domestic violence, crime prevention).

In summary, the Albuquerque Area Injury Prevention Program is at the following Stages of Development for the 12 Evaluation Components used to guide the Evaluation:

<b>Evaluation Component</b>	<b>Stage of Development</b>		
Mission/Vision	Basic	<b>Intermediate</b>	Comprehensive
Resource Allocation/Accounting	Basic	<b>Intermediate</b>	Comprehensive
Management Support	Basic	<b>Intermediate</b>	Comprehensive
Staffing/Roles and Responsibilities	Basic	<b>Intermediate</b>	Comprehensive
Training	<b>Basic</b>	Intermediate	Comprehensive
Partnerships/Collaboration	Basic	<b>Intermediate</b>	Comprehensive
Needs Assessment/Defined Service Population	<b>Basic</b>	Intermediate	Comprehensive
Surveillance Data Collection	<b>Basic</b>	Intermediate	Comprehensive
Injury Program Planning and Implementation	Basic	<b>Intermediate</b>	Comprehensive
Marketing/Advocacy	<b>Basic</b>	Intermediate	Comprehensive
Evaluation/Reporting	<b>Basic</b>	Intermediate	Comprehensive
Technical Assistance/Building Tribal Capacity	<b>Basic</b>	<b>Intermediate</b>	Comprehensive

Albuquerque Area Injury Prevention Program staff should use the results, recommendations, and resources provided in this report to develop an Action Plan to enhance the stages of development for each Evaluation Component used in this assessment process.